



# **2002 ACTIVITY REPORT**

**WASHINGTON STATE MILITARY DEPARTMENT  
EMERGENCY MANAGEMENT DIVISION**

**Maj. Gen. Timothy J. Lowenberg  
Department Director**

**Glen L. Woodbury  
Division Director**

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This report also is posted on EMD's web site at <http://www.wa.gov/wsem/>

## **WMD/EMD DIRECTORS**



Maj. Gen. Timothy J. Lowenberg has served as director of the Washington Military Department and the state's adjutant general since September 1999.



Glen L. Woodbury has been director of the Washington Emergency Management Division of the Washington Military Department since August 1998.

## **STRATEGIC EMD GOALS**

- **Increase involvement of stakeholders, partners and customers in emergency management objectives to ensure maximum coordination of effort.**
- **Establish and utilize risk assessment principles for addressing hazards and prioritizing resources.**
- **Increase communities' mitigation and disaster prevention efforts.**
- **Enhance and facilitate the capability of communities to respond to and recover from disasters.**
- **Improve internal division business processes and critical infrastructures.**
- **Enhance skill level of emergency management professionals and key public officials.**



( Above) A Seattle television reporter interviews Maj. Gen. Lowenberg about homeland security preparedness in Washington one year after the September 2001 terrorist attacks. (EMD photo)  
(Left) A delegation of Thailand government agency representatives and emergency managers receives an explanation of duty officer operations from Woodbury in October. (EMD photo)



**2002**

The Federal Emergency Management Agency awarded the state \$2.54 million in December to improve the preparedness of state and local responders and emergency managers to respond to acts of terrorism and other emergencies. The largest part of the grant totaled \$2 million for updating state and local plans and procedures to respond to terrorism and other hazards.

In the year following the Sept. 11, 2001, terrorist attacks, the number of people trained in terrorism preparedness climbed 45 percent in the state.

Washington state, Pierce and King counties, and the city of Seattle agreed to become one of two national venues for the TOPOFF 2 anti-terrorism exercises to be conducted in May 2003.

EMD's Public Assistance program continued work on more than 1,850 projects to repair public and eligible private non-profit facilities damaged in the February 2001 Nisqually Earthquake. Eighty-eight of the 342 project applicants had completed all repairs and documentation, received payments and officially closed.

More than 1,000 persons participated in the 2002 Washington State Search and Rescue Conference in May at Wind River Fields in Skamania County.

Emergency Management Division (EMD) duty officers coordinated 3,373 emergency support incidents or missions in 2002 – nearly matching the missions handled in the previous year. Hazardous materials incidents represented more than 56 percent of the missions in 2002.

## ***EMD YEAR IN REVIEW***

The Washington State Patrol, Washington Emergency Management Division, the Washington Department of Transportation, the Washington's Civil Authorities and Broadcasters and the state's 911 community worked last year to establish an Amber Alert System to notify the public about urgent child abduction cases.

The U.S. Department of Justice provided more than \$6 million in domestic preparedness grants in 2002. A minimum of 80 percent of the grant money was to be assigned to local jurisdictions for training and equipment.

Seven projects totaling \$5.1 million were approved for Hazard Mitigation Grant Program funds authorized through the Nisqually Earthquake disaster assistance. Another 10 projects were recommended to FEMA for approval.

Washington legislators passed an Enhanced 911 excise tax in the 2001 session to implement wireless enhanced 9-1-1. EMD's 911 unit completed Washington Administrative Code changes allowed the tax collection to start Jan 1, 2003.

The 2002 Washington Legislature approved a change in the State's Public Disclosure Law to exempt records dealing with preventing or responding to terrorism.

The Deer Point Fire burned more than 42,000 acres in Chelan County in July and August. Five residences were burned, and fire suppression costs totaled more than \$16 million.

Gov. Gary Locke recommended for all but one of Washington's 39 counties some type of federal farm disaster aid because of damages due to drought, freezing temperatures and storms.

EMD conducted 63 emergency management training courses involving more than 1,800 students.

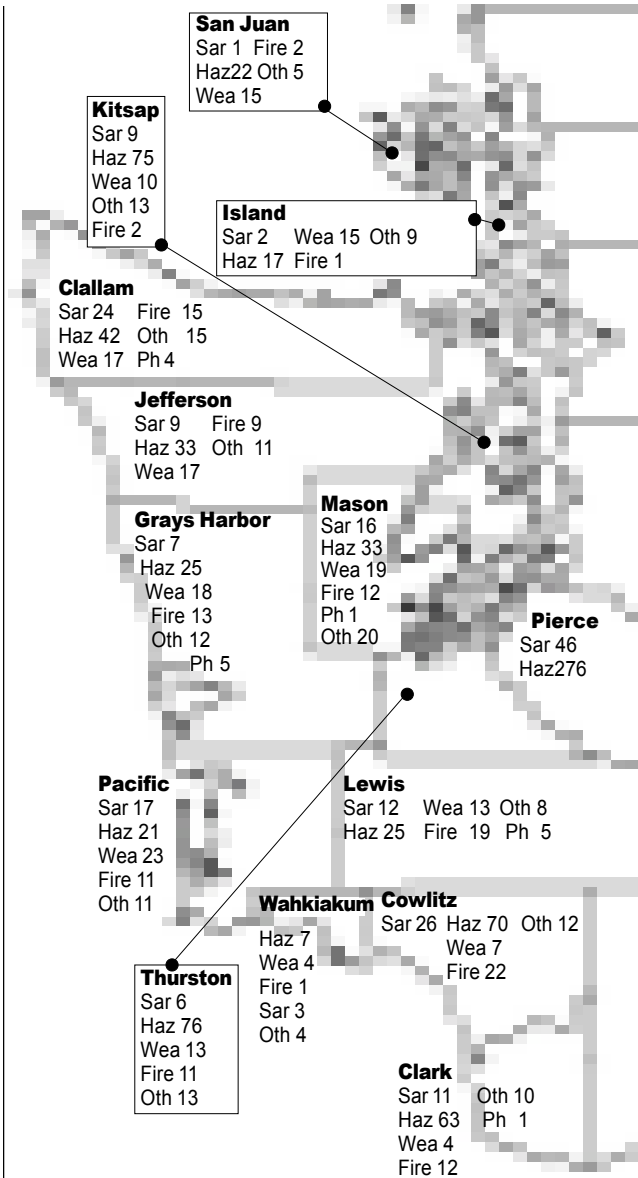
Work began in 2002 on the Strategic and Practice Uses of Remote Sensing in Emergency Management project under the contract between the National Aeronautics and Space Administration and the Washington Emergency Management Division. The project studies the use of satellite information in emergency management activities.

**During 2002, EMD Emergency Operations Officers coordinated 3,337 emergency support incidents or missions.**

**The State Emergency Operations Center in 2002 was activated eight times.**

## EOC ACTIVATIONS

**Jan. 6-7 Flooding** - A strong winter storm system brought heavy rains and warm temperatures to the Pacific Northwest. Flooding in Western Washington jurisdictions occurred along the Chehalis, Cowlitz, Deschutes, Dungeness, Elwah, Nooksack, Puyallup, Satsop, Skagit, Skokomish, Skykomish, Snohomish, Snoqualmie and Stillaguamish rivers. The Washington State Emergency Operations Center (EOC) activated to Phase II enhanced operations at 10 a.m. on Jan. 7 in response to reports of localized flooding of low lands and numerous small landslides. Emergency declarations were prepared in Thurston, Kitsap, Clallam, Jefferson, Whatcom and Skagit counties. Damages to property, economy and environment were attributed to landslides and flooding. The State EOC returned to Phase I normal operations at 4 p.m. Jan. 9 as floodwaters receded.

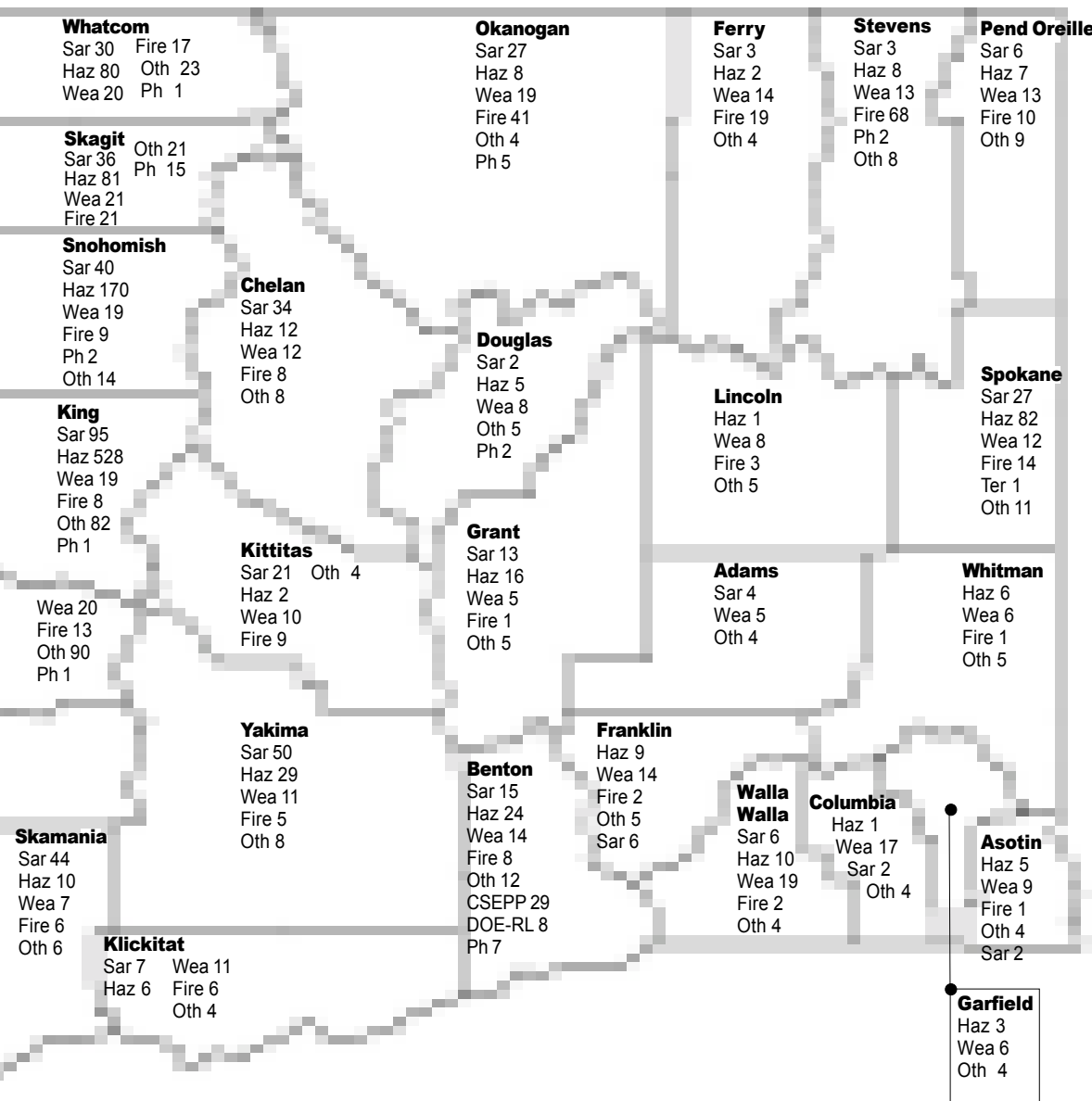


## Year 2002: Major EOC Activations

**June 16 Spill** - Whatcom County activated its Emergency Operations Center in response to a tanker-trailer accident that spilled up to 8,200 gallons of gasoline onto the road and into Deer Creek near Ferndale. The Washington State EOC activated to Phase II Enhanced Operation at 10:30 a.m. to provide assistance and resources to Whatcom County if needed. Approximately 100 to 150 personnel from residences and business within a 2,000-foot area that bordered the creek and all areas downstream were evacuated as a precaution-

ary measure. The American Red Cross housed 70 to 80 persons in local area hotels and motels. Response teams and clean-up crews arrived and began efforts to recover and salvage the remaining material. The County EOC closed at 4:30 p.m. while the State EOC remained at Phase II Operations until the extraction of the wreckage was completed. There were no injuries reported.





## Duty Officer Log

2001 2002

Search & Rescue (Sar)

579 658

Hazmat (Haz)

1975 1895

Weather

61 56

Fires

376 402

Other Incidents

273 276

CSEPP

36 29

USDOE-Richland

26 8

911 Outages (Ph)

49 48

Terrorist/Bomb Threats (Ter)

7 1

CGS

0 0

Totals

3382 3373

**July 11 Gas Leak** - The Washington State EOC activated to Phase II operations in response and support of Grays Harbor County. Shortly before noon, a series of explosions at the Weyerhaeuser plant in Cosmopolis released a chlorine plume that quickly dissipated in the 10-15 mph wind. First responders and mutual aid support responded to the event, following local emergency response plans. The State EOC returned to Phase I normal operations at 2 p.m. July 11.

**July 20 Deer Point Fire** - The Washington State EOC assumed Phase II Operations in response to a 6,000-acre wild land fire near the town of Manson in Chelan County. The State Fire Resource Mobilization Plan was implemented at 12:06 a.m. in conjunction with the EOC activation. The Deer Point Fire grew to about 38,000 acres and required more than 1,169 personnel to contain the blaze. The State EOC returned to Phase I normal operations July 29.

(Right) The Deer Point Fire erupts with a mushroom cloud of smoke July 24 in Chelan County (U.S.Forest Service photo)



**July 25 Okanogan Fire** – The State Fire Resource Mobilization Plan was approved at 1:03 p.m. for the Pickens Mountain Fire located five miles north of Tonasket in Okanogan County. The fire had grown to 2,200 acres with 17 homes evacuated and 100 structures threatened at the time the request was received. The State EOC was already activated from the previous Deer Point Fire. The State EOC returned to Phase I normal operations on July 29.

**Aug. 10 Klickitat Fire** - Klickitat County Fire District 6 requested implementation of the Fire Resource Mobilization Plan near midnight to assist them in battling a rapidly spreading wildfire near the town of Murdock. Fire Mobilization was authorized at 12:21 a.m., Aug. 11, for the “Murdock Fire”. The State Emergency Operations Center activated to Phase II operations in support of Klickitat County with members of EMD and WSP staffing the facility to assist in coordinating additional resources. Fire District 6, with the help of initially responding mutual and regional resources, was able to contain the fire when brisk winds subsided. The re-

quest for Fire Mobilization was withdrawn at 1:03 a.m. hours. The “Murdock Fire” consumed four homes, numerous outbuildings, vehicles and 400 to 500 acres before it was controlled. The State EOC resumed normal Phase I operations at 2:15 a.m.

**Aug. 16 Ferry County Fires** - The State EOC activated to Phase II operations to support the state Department of Natural Resources efforts to fight several fires burning in Ferry County. The state Fire Mobilization Plan was authorized at 10:54 p.m. for the Ferry Complex Fire near Curlew. The fire was demobilized on Aug. 19 after consuming 386 acres. No structures were lost. The State EOC resumed Phase I normal operations Aug. 20.

**Sept. 10 Homeland Security** - The State EOC activated to Phase II enhanced operations in response to an increase in the Homeland Security Advisory System Warning Level from Elevated (Yellow) to High (Orange). The State EOC returned to Phase I normal operations Sept. 20. The National Homeland Security Office lowered the National Homeland Security Advisory



(Left) Urban flooding occurred in early January 2002 in several Washington communities including the Taylor Road area of Bremerton (Photo by Eric Tucker)  
(Below) Maj. Gen. Timothy J. Lowenberg, director, Washington Military Department, addresses media in the State Emergency Operations Center about state preparedness one year after the 2001 terrorist attacks. Speaking with him were (left to right) Secretary of Health Mary Selecky, Gov. Gary Locke, and State Patrol Chief Ronal Serpas. (EMD Photo).



# Response and Recovery

## **Outstanding Contributor**

**Jim Kadrmas** has served the people of Washington State in the position of State Emergency Operations Officer since August of 1994.

Jim has worked more than 5,000 missions and more than 80 activations of the State Emergency Operations Center, consistently performing his critical, time sensitive duties in a measured, calm and professional manner. His co-workers, supervisors, local emergency managers and individual citizens frequently have praised him for his diligence in assisting them as well as his ability to prioritize the needs of each emergency situation. As a key to the success of EMD's vital alert and warning mission, he provided an outstanding contribution to the division in 2002.

The Response and Recovery Unit is responsible for developing and maintaining the state's readiness capability to respond to and recover from emergency and disaster events affecting Washington state. The unit manages the 24/7 Alert and Warning Center, maintains over 20 different statewide emergency communication systems focusing on interoperability, and administers four federal disaster recovery programs. A primary objective in meeting the unit's goals is broad-based coordination with local, state, and federal government agencies, as well as private industry and nonprofit organizations.

## **Emergency Operations Section**

### **Year 2002 Accomplishments:**

- The Search and Rescue (SAR) Program continued to build on last year's successful state SAR Conference, by once again hosting the event in Skamania County. In 2002 the SAR Conference drew over 1,100 participants from around the nation, as well as two foreign countries.

- The Alert and Warning center coordinated 3,373 incidents and support missions, along with a record 167 hazard-specific drills and exercises.

- Eight state Emergency Operations Center (EOC) activations.

- Implemented Washington state's Homeland Security Alert and Notification System procedures.

- Implemented jointly with Department of Agriculture a new Foreign Animal Disease notification and response procedure in the Alert and Warning Center.

- Enhanced EOC security with a new digital five-camera video monitoring system

### **Year 2003 Goals:**

- Complete installation of secure communications system to support Homeland Security operations.

- Seek broader base of support and funding for the annual Search and Rescue Conference.

- Continue to enhance the capability of the local and state EOCs to respond to and recover from emergencies and disasters by planning, exercising, and through actual activations.

- Begin the development of an alternate mobile EOC concept.

- Develop a plan for building the internal and statewide infrastructure to support a comprehensive disaster response and recovery effort for a catastrophic event.

## **Telecommunications Section**

The Telecommunications Section of the Response and Recovery Unit manages, maintains, and repairs various electronic systems to include: Telephone Switches, Voice Mail, Two-way Radio Networks, Microwave Networks, Local and Wide Area Data Networks (LANS and WANS), the Statewide Emergency Alert System, National Warning Systems, Weather Radio Sites, Satellite Systems, Siren Systems, Highway Message Signs, Highway Advisory Radio Signs, Video and Audio Systems, Alarm and Control Networks, Lahars and Earthquake Monitoring Systems, Power Systems, and Radio Towers.

The section assists local jurisdictions in the planning and development of telecommunication systems that support emergency management functions and programs at the local, state, and federal government levels, as well as interfacing with private industry and the nonprofit sector. The section also maintains the division's internet and intranet websites.

### **Year 2002 Accomplishments:**

- Maintained existing systems with minimal downtime and completed all repairs in a cost efficient manner.

- Improved existing satellite system redundancy with the addition of a new satellite service.

- Helped design a tsunami warning siren system in Grays Harbor County.



- Provided technical expertise to the state Department of Information Services for the improvement of radio interoperability for first responders.
- Completed several major upgrades to existing microwave, LAN, WAN, and radio systems to support various programs in emergency management.
- Maximized the use of federal program funding by ensuring that its expenditure also benefited the state of Washington long-term telecommunication goals.
- Assisted in the development of a statewide AMBER program and provided training on the use of the Emergency Alert System (EAS) for AMBER.

### **Year 2003 Goals:**

- Maintain all telecommunications and information technology systems in support of the Alert and Warning Center, the Emergency Operations Center, and the Emergency Management Division staff.
- Design, install and manage about \$1 million of network and systems upgrades to support the Chemical Stockpile Emergency Preparedness Program.

- Continue to assist each regional jurisdiction with technical and planning assistance for the development of EAS, warning systems, and telecommunications infrastructure.
- Maintain reliability and enhance interoperability for all telecommunication systems and alert and warning systems statewide through technical assistance visits and involvement on state policy and planning committees.

### **Recovery Section**

The Recovery Section manages the Human Services, Public Assistance, and the Fire Management programs. The section currently manages four open presidential disaster declarations, 11 open federal fire suppression declarations and two open Federal Fire Management declarations.

Major focuses of the section continue to be the administration of the programs for the 2001 Nisqually Earthquake and the implementation of the Disaster Mitigation Act of 2000.

### **Outstanding Contributor**

**Jocelyn Redmond** has been a very valuable asset to the Telecommunications Section and EMD this past year. Her hard work, energetic and positive attitude combined with her dedication to helping others has made her a very respected and appreciated employee in the Section and Division. The Telecommunications staff receives daily praise for her excellent work and attitude. She sets the standards for characteristics that all employees in the State of Washington should epitomize. She is a pleasure to work with and a source of pride for the entire section in being able to call her a fellow employee. She was selected by the entire section as the best employee in the Telecommunications Section for 2002.

Jocelyn Redmond, **Information Technology specialist** with the Telecommunications Section of the Emergency Management Division's Response and Recovery unit, checks division computer server equipment. The unit maintains more than 20 different statewide emergency communications systems. (EMD photo)



## **Outstanding Contributor**

As a program assistant in the Emergency Management Public Assistance Program, **Fran Cunningham** handles public assistance, contracts and payments for 122 Nisqually Earthquake Disaster applicants and their 1,204 projects totaling \$35 million. She also serves as the program's primary point of contact for insurance commitment processing.

Her procedures to review and track private nonprofit (PNP) applications were a model that was used by New York Emergency Management Office in the World Trade Center disaster recovery. Her courtesy and professionalism have earned the admiration of her supervisors, peers and Nisqually Earthquake Recovery Program applicants and established a high standard for excellence for the entire recovery program.



**Damage from the 2001 Nisqually Earthquake occurred across much of Washington, including this area near Renton where a landslide destroyed one home and damaged two others. (FEMA photo)**

## **Human Services Program Year 2002 Accomplishments:**

- Submitted the closeout package for the Individual and Family Grant (IFG) for the Nisqually Earthquake ahead of schedule.

- Secured a Small Business Administration (SBA) Economic Injury Disaster declaration for Friday Harbor businesses following a devastating fire.

- Submitted 14 requests for United States Department of Agriculture Disaster Designations that encompassed all but one of the state's 39 counties.

- Assisted in obtaining a Magnuson-Stevens Act Fishery Disaster Declaration on behalf of the Lummi Nation.

- Washington EMD was the first in the nation to complete a State Administrative Plan (SAP) required by the Disaster Mitigation Act of 2000 amendment to the Robert T. Stafford Act. Washington was the only state ready to implement the "joint option" of the Individuals and Households Program (IHP) on the implementation date of Oct. 15, 2002. Consequently, EMD has been called upon to help other states with their plans and to participate with the Federal Emergency Management Agency (FEMA) in teaching future IHP classes.

- Since the February 2001 Nisqually Earthquake, Human Services continues to seek assistance for disaster victims through the Unmet Needs Committee of the Washington Voluntary Organizations Active in Disaster (WAVOAD). For the hundreds of people failing to apply for federal assistance during the application period, limited assistance has been coordinated through the Unmet Needs Committee.

- Provided instruction to the WAVOAD Leadership Team on strategic planning and assisted them in developing an organizational strategic plan. The refocusing helped WAVOAD revitalize the organization through new membership, improving the unmet needs process, and assisting communities throughout the state to develop Community Organizations Active in Disaster.

## **Year 2003 Goals:**

- Revising the State Administrative Plan for Other Needs Assistance based on Washington's experiences and the best practices of other states.

- Developing an organizational plan to deal with catastrophic disasters.

- Improving the disaster reservists program.

- Train local emergency managers.



## Public Assistance Program

Twenty-two months after the Feb. 28, 2001, Nisqually Earthquake, the work of assessing damages for eligibility, preparing project worksheets, making payments, and monitoring the completion of repair projects continues. Project completion is estimated to continue through 2007. Continuing efforts are being made to close prior disaster declarations as well as fire suppression declarations from past years.

### Year 2002 Accomplishments:

- In 2002, the total obligated Nisqually Earthquake public assistance disaster recovery funding grew to \$75 million.
- As of Dec. 20, 2002, \$26 million had been paid to public assistance applicants.
- The number of applicants increased by two to 342, with the latest applicant added on Dec. 13, 2002.
- Eighty-eight of the 342 applicants, just over 25 percent, completed all repairs and documentation, received all payments, and are officially closed.
- Surveys indicated applicants that had completed the public assistance funding

process were very satisfied with the professional assistance and guidance provided by the state Public Assistance Program staff.

- Developed and distributed the Fire Management Applicant Handbook.
- Provided five training classes on the new Fire Management Assistance Grant Program.
- Closed three presidential disaster declarations and two fire suppression declarations.
- Updated the Public Assistance Administrative Plan.

### Year 2003 Goals:

- Increase the close out rate for the Nisqually Earthquake applicants to 60 percent.
- Closeout one Presidential disaster declaration, two federal Fire Management Assistance declarations, and 11 federal fire suppression declarations.
- Develop and implement training for EMD and state agency personnel on the Preliminary Damage Assessment (PDA) process.
- Update Public Assistance Applicant Handbook to reflect program changes and increase ease of use.
- Provide local emergency manager



**Nisqually Earthquake damage included this section of city street in Olympia. By the end of 2002, the Emergency Management Division's Public Assistance Program reported a total of \$75 million had been obligated for Nisqually public assistance disaster recovery. (FEMA photo).**

## MITIGATION, ANALYSIS AND PLANS

The Mitigation, Analysis and Plans (MAP) Unit was formed to take advantage of the synergy created by the close interaction of analysis and planning with mitigation. Using technology and experience, analysts first identify the nature and scope of hazards and work closely with mitigation to develop strategies to reduce the impact of hazards. If a hazard's impact cannot be reduced, then emergency managers develop plans to deal with the resulting consequences. In 2002, the unit made significant strides in the integration of mitigation, analysis and plans activities.

### Mitigation Section

The Mitigation Section came into existence on Feb. 1, 2002, to highlight the importance of "Mitigation" within emergency management. In addition to continuing work on the Nisqually Earthquake, the section has been aggressively preparing to meet new federal hazard mitigation planning requirements for states and local jurisdictions and to comply with national earthquake and tsunami program requirements.

#### Year 2002 Accomplishments:

- The Hazard Mitigation Grant Program (HMGP) funded and recommended for funding 26 projects and 26 mitigation planning grants totaling about \$24 million. The recommendations after staff reviewed more than 630 letters of intent to apply for the project and planning funds.

- Mitigation 20/20 (TM) software was acquired and offered to assist jurisdictions develop a hazard mitigation plan in accordance with revised federal requirements. The software was purchased through a combination of funds from the Pre-Disaster Mitigation Program (PDM) and the Flood Mitigation Assistance Program (FMA).

- The State Hazard Mitigation Advisory Team was reestablished to assist with the development of the State Hazard Mitigation Plan. The team's 25 members meet quarterly and represent state and local interests in the areas of emergency management, land-use planning and building codes, public health, transportation, lifelines / utilities, telecommunications, and other disciplines.

- The Earthquake Program continued

the collaborative effort with FEMA Region 10 to teach HAZUS computer modeling program locally to the public and private sector. A Washington HAZUS Users Group (WAHUG) was established in April 2002 and is working with various jurisdictions and private entities to develop data storage/transfer among all state HAZUS users.

- The Emergency Management Council's (EMC) Seismic Safety Committee (SSC) reviewed state earthquake strategies and provided input into the February 2002 Hazard Mitigation Strategy update. Policy recommendations based on the current seismic hazard assessment of the state were submitted to the EMC.

- In partnership with the National Tsunami Hazard Mitigation Program (NTHMP), the section sponsored a workshop to investigate whether building designs were available to adequately address both high seismic loading (zone 4 or equivalent in the International Building Code) and a tsunami inundation area. This workshop is developing guidance for retrofitting buildings to withstand both the earthquake and tsunami and be available for vertical evacuation of people. The goal is to ultimately have a chapter in FEMA's Coastal Construction Manual and perhaps the International Building Code.

- EMD collaborated with the state Department of Natural Resources and the U.S. Geologic Survey to produce earthquake induced liquefaction susceptibility maps for Mercer Island, Issaquah, Kirkland, and Redmond. Maps for Tacoma and Everett were in progress. In partnership with the NTHMP and the





(Left) U.S. Department of Justice provided Washington \$6.2 million in anti-terrorism grants in 2002 to finance equipment purchases and training such as this response exercise conducted in Vancouver. (EMD Photo by Max Messman).

NOAA Center for Tsunami Inundation Modeling Efforts (TIME), tsunami hazard maps were completed for Port Townsend, Port Angeles, Neah Bay, and La Push. Modeling has been completed for Seattle and Whidbey Island and maps for Bellingham and Anacortes were nearly complete.

■ Both the City of Long Beach and the Quinault Nation were recognized as Tsunami Ready and Storm Ready Communities this year. The Quinault Nation is the first Native American Indian Nation to receive this award in the United States.

### **Year 2003 Goals:**

■ Complete closeout activities for the Hazard Mitigation Grant Program portion of disaster DR-1159, the winter storms of 1996-1997.

■ Complete the development and implementation of grant agreements for the Hazard Mitigation Grant Program for disaster DR-1361, the Nisqually Earthquake.

■ Provide technical assistance to state agencies and local jurisdictions to enable them to complete Hazard Mitigation plans.

■ Complete the drafting, coordination,

and promulgation of the State Hazard Mitigation Plan, and submit it to FEMA to meet the requirements of the Disaster Mitigation Act of 2000.

■ Build upon successes among the seismic safety partners and local jurisdictions to continue development of materials to identify and display seismic hazards such as tsunami inundation areas, ground shake maps, and volcano hazard area warnings.

## **Analysis and Plans Section**

The Analysis and Plans Section helps local governments, private organizations, and businesses to prepare all hazards comprehensive emergency management plans and to complete hazards identification and vulnerability assessments. The section provides Geographic Information System (GIS) support, workshops, local assistance visits, and plans reviews. During emergencies and activations, the section supports the Information, Analysis and Plans Section of the Emergency Operations Center. The section also assists the Disaster Field Office.

## **Outstanding Contributors**

Washington State agreed to participate in a Federal Emergency Management Agency (FEMA) pilot program using revised seismic benefit/cost (B/C) analysis modules for the Nisqually Earthquake Disaster. The complexity of the new data modules led to the need for a consistent approach, especially in areas that required independent analysis, and thinking outside the box. *Tammi Clark* and *Luke Meyers* developed new methodologies, approved by FEMA Region 10, for reviewing volunteer fire station and utility projects. As a result, FEMA invited them to share their expertise at a national benefit/cost analysis workshop at the Emergency Management Institute in Maryland.

## **Year 2002 Accomplishments:**

■ The *Washington State Comprehensive Emergency Management Plan* (CEMP) was rewritten and promulgated by the Governor. The plan details the authorities, functions and responsibilities used to establish mutual cooperation between local, state, tribal, federal, volunteer, and public and private organizations.

■ Washington State Emergency Management Division (EMD) was awarded a \$700,805 NASA grant in February 2002. The Strategic and Practical Use of Remote Sensing in Emergency Management project will focus on development and operational integration for the continuous use of an adaptive classified land cover product and the monthly generation of hazard specific forecasts. The grant partners EMD with the University of Washington-Seattle and the Western Disaster Center. The UW is developing Risk Specific Assessments (RSAs) for landslide, drought, wildfire, oil spills and animal burial/disposal.

■ State, local, and volunteer agencies updated the *Washington State Emergency Repatriation Plan* to address the return of U.S. citizens and their dependents to the United States when an emergency situation in a foreign country requires their immediate evacuation. The U.S. Department of Health and Human Services has assigned the fully reimbursable mission to Washington State and required the state to submit a planning document and a cost estimate for the operation. The Washington Military Department is the lead for planning and incident command. The Washington State Department of Social and Health Services oversees the program management, administrative, and fiscal elements. Other key participants are the state Department of General Administration, state Criminal Justice Training Commission, King County, and the American Red Cross.

■ Washington State became one of the leaders of the nation's Emergency Management Association Compact (EMAC)

program. In addition to national recognition for EMAC program development, the state provided a senior representative on the EMAC Operations Subcommittee, and served as lead among the four states in Federal Emergency Management Agency (FEMA) Region 10.

■ FEMA Region 10 and EMD staff conducted national EMAC training, and contributed to refining operational guidelines within the EMAC operational Procedures. Washington also made preparations to assume National EMAC Lead State duties in September 2003, EMD identified and trained six staff members as A-Team deployable personnel and 27 staff who are capable of deploying to assist one of the six A-Team members. Two of the Washington A-Team members have received training as part of FEMA's Emergency Support Team (EST). In 2002, EMD created or implemented processes for providing an A-Team to assist another state and to receive an A-Team to support Washington State emergency operations.

■ The Analysis and Planning Section (A&P) collaborated with the Operations and Programs Section to allocate \$3.9 million in first responder personal protective and detection equipment to local and state response agencies through the U.S. Department of Justice, Office of Justice Programs, Office for Domestic Preparedness, Fiscal Year 1999 State Domestic Preparedness Equipment Program. Additionally, the A&P Section facilitated the on-line update of equipment needs assessments for selected state agencies and Washington State's 39 counties and collaborated with the Washington State Committee on Terrorism on the approval of \$5.8 million in first responder equipment allocations as part of the U.S. Department of Justice Fiscal Year 2002 State Domestic Preparedness Program.

■ EMD has facilitated the use of Hazards US (HAZUS) Earthquake Loss Estimation Model throughout the state. During 2002, EMD provided four HAZUS

classes, two workshops, 14 site visits, and 13 informational presentations. HAZUS development and enhancement has been focused with the Washington HAZUS Users' Group (WAHUG). There are currently over 70 WAHUG members and nine meetings were conducted during 2002. In 2003, it is anticipated that the upgrade to HAZUS—MH (multi-hazard) will include a Flood Loss Estimation module. EMD has been selected by FEMA to participate in a BETA test of the Flood Module prior to release of HAZUS-MH. Also in 2003, WA EMD will develop and present a new course that will enable local jurisdictions to effectively use HAZUS-MH in mitigation and other aspects of emergency management.

■The Section completed its goal of reviewing and updating the *Washington State Integrated Fixed Facility Radiological and Chemical Protection Plan* for review by the Federal Emergency Management Agency (FEMA) and the Nuclear Regulatory Commission (NRC) as a part of Energy Northwest's Columbia Generating Station and the State of Washington's preparedness plan certification program. It is presently awaiting final approval at FEMA Headquarters. The chemical protection portion of the *Integrated Plan* was federally exercised during 2002 Chemical Stockpile Emergency Preparedness Plan (CSEPP) exercise to evaluate the planning and operational concepts. Additionally, two CSEPP crosswalk reference guides were developed and incorporated into the Plan.

### **Year 2003 Goals:**

■Complete in-house testing of the SPURS-EM (Strategic and Practical Uses of Remote Sensing in Emergency Management) products and develop a beta test procedure for 2004 that will include local jurisdictions.

■Develop and deliver a complete HAZUS-MH (HAZards United States -

MultiHazard) support plan for how to assist local jurisdictions.

■Adopt and implement the state WAGIC (Washington Geographic Information Council) standards for GIS in emergency management.

■Publish and exercise the Washington State Emergency Repatriation Plan in conjunction with local, state and federal partners.

■In partnership with several other Washington state agencies, EMD expects to have a State Resource Typing System operational by February 2003, which will consist of both a Personnel and State Property components to allow the state to provide the best resource at the right time, when necessary to protect Washington State and support its EMAC partners.

### **Outstanding Contributor**

**Ed Quarles, All-Hazard Plans Coordinator,** created, revised and instructed highly technical HAZUS program classes that were universally touted as "excellent". His participation in the SPURS-EM program contributed to the award of a \$700,805 grant to develop the use of remote sensing satellite products in emergency management. While working with these major activities, he also provided primary planning support to the CSEPP program, hazards analysis support during exercises and activations, and monthly hazards forecasts. He is unparalleled in his persistence to find better ways of doing business while simultaneously providing courteous assistance to his co-workers and agency customers.

The State Enhanced 911 (E911) Program assists Washington's counties in their 911 operation and system upgrades to provide expedient and reliable public access to emergency services.

E911 services have been available since 1999 for most wireline telephones in Washington. E911 service allows a telecommunicator at a communications center to determine the exact location and telephone number of the caller dialing 911. Wireless telephones and some Private Branch Exchange (PBX) phone systems do not yet provide for automatic location and telephone number display.

With the upsurge in wireless phone usage, the state 911 community pushed for new funding sources to support increased costs in network and system upgrades and database services for the counties. In April 2002, Gov. Gary Locke signed into legislation a 911 excise tax on wireless phones at parity with excise taxes currently being collected on wireline phones. The new excise tax went into effect Jan. 1, 2003.

The wireless excise tax required revision of the E911 Tax Guide and the drafting of language for the Washington Administrative Code (WAC) to implement the tax. The E911 Tax Guide is used by telephone carriers in the collection of state and county taxes assessed on wireline and wireless telephones was a cooperative effort with the State Department of Revenue.

Statewide 911 enhancement necessitated a change in WAC on the administration of county funding assistance that went into effect July 2002. Another process was developed for FY 2003 for counties applying for State E911 funding assistance. These changes were communicated to the counties through statewide workshops.

The State E911 Advisory Committee continues to guide the Program toward its vision of a state with the world's most responsive 911 access to emergency services.

### **Year 2002 Accomplishments:**

In keeping with the State E911 Strategic Plan as defined by eight of the plan's programmatic goals, the following activities took place:

#### **Goal 1: Implement Wireless Phase I and II**

■ Conducted seven wireless Phase I workshops around the state (Olympia, Bremerton, Yakima, Spokane, Kelso, Vancouver and Richland) with wireless carriers and county 911 coordinators to assist in determining equipment and trunking requirements to accommodate Phase I implementation in 34 counties.

■ Assisted all 39 counties to request Wireless Phase I from wireless carriers. Phase I service provides automatic number identification (ANI) on all 911 calls. The wireless carriers must provide this service within six months of the county request.

■ Initiated a program to pay directly for some services necessary to connect wireless to the E911 system in order to expedite the implementation.

#### **Goal 2: Review and Define Components of Enhanced 911 Systems**

■ Gov. Gary Locke signed House Bill (HB) 2595 April 3. This 911 wireless bill imposes a 911 excise tax on wireless phones at parity with excise taxes currently being collected on wireline phones.

■ With the passage of HB 2595, drafted and received agreement from the E911 Advisory Committee on language for inclusion in the Washington Administrative Code (WAC) and forwarded that language on to the Code Reviser's Office for adoption at a public hearing to be held in 2003.



In April 2002, Gov. Gary Locke signed House Bill 2595 that created a 911 excise tax for the implementation of wireless 911 in Washington. Joining Gov. Locke (seated) at the signing ceremony were (left to right) State Senators Sid Snyder and Karen Fraser; Bob Oenning, Washington Emergency Management Division 911 Unit Manager; Sophia Byrd, Washington Association of Counties; and Jim Potts, E911 Advisory Committee member. (WA House of Representatives Photo)

### **Goal 3: Sustain a Robust Statewide Enhanced 911 Network**

- Disbursed \$7.6 million to the counties for operations, salary assistance and statewide contracts in support of their 911 systems.
- Worked with the Washington Utilities and Transportation Commission and enhanced 911 service providers to define operational rules for reliability and 911 disruption reporting.

### **Goal 4: Influence all Technologies to Facilitate 911 Interoperability**

- State E911 staff continued to provide national, regional and state leadership for 911 programs as National Emergency Number Association (NENA) Western Regional Vice President; Secretary/Treasurer of the National Association of State 911 Administrators (NASNA); and board member of the ComCARE Alliance. State staff also holds committee positions on the state and national level as officers and committee members of

the Association of Public Safety Communications Officials, International (APCO) and NENA.

### **Goal 5: Educate the Public to Appropriate Use of 911**

- The E911 Unit is a co-sponsor with the Emergency Management Division of the annual Disaster Preparedness Campaign to be conducted in April 2003.
- Carried out an annual two-week survey of all 911 call centers to determine number of calls received for statistical purposes.

### **Goal 6: Educate the County 911 Coordinators on 911 Issues**

- Implemented one and one-half day training session for all county Master Street Address Guide (MSAG) coordinators running concurrently with the county E911 coordinator training at their quarterly forums.
- Will conduct for the first time two training tracks addressing 911 issues for

emergency managers, business and school leaders at the EMD-sponsored Partners in Preparedness Conference in April 2003.

**Goal 7: Support the State E911 Office in establishing policies and procedures that are applied consistently statewide.**

- Revised the E911 Tax Guide in cooperation with the State Department of Revenue. The Guide will be used by telephone carriers in the collection of state and county taxes assessed on wireline and wireless telephones for 2003.

- Conducted five funding workshops across the state to ensure that county applicants fully understand the new process for applying for state Enhanced 911 assistance.

**Goal 8: Establish relationships with other emergency service agencies, providers, or industries to benefit E911 service delivery.**

- Sponsored an E-Safety Summit March 26 in Olympia with over 300 participants to discuss communication gaps in mitigation, response, homeland security, and emergency communications for mass emergencies and every day events. Representatives from multiple public and private entities involved in emergency response, from 911 to public health agencies, and information technology and intelligent transportation systems attended this first of many stakeholder meetings. Sen. Maria Cantwell, D-Wash., as well as representatives from the Offices of Rep. Norm Dicks, D-Wash., Sen. Patty Murray, D-Wash., and Gov. Gary Locke participated in this meeting. A follow up program to continue the E-safety initiative is underway with the cooperation of Washington State University's Center to Bridge the Digital Divide.

- Continued work with the ComCARE Alliance on a number of initiatives to improve the capabilities of emergency response agencies to share data and pro-

tect lives. The ComCARE Alliance is a broad-based national coalition of more than 80 organizations that includes nurses, physicians, emergency medical technicians, 911 directors, wireless companies, public safety and health officials, law enforcement groups, automobile companies, consumer organizations, telematics suppliers, safety groups, and others who are working to encourage the deployment of life saving wireless communications networks and technologies that will more efficiently connect America's mobile public to emergency agencies. The E911 Program has been the lead on several initiatives including work with the state Department of Transportation that would provide real-time information on hazardous materials' haulers and their cargo to facilitate emergency response.

**Year 2003 Goals:**

- Complete the adoption of Washington Administrative Code rules for wireless E911 funding and for technical and operational standards.

- Complete implementation of wireless Phase I service at the local level.

- Sustain a robust statewide enhanced 911 network through the completion of equipment and network upgrades for transferring voice and data.

- Begin implementation of wireless Phase II service at the local level. This service will provide location technology (latitude and longitude) for wireless E911 calls to Public Safety Answering Points (PSAPS)

- Influence all technologies to facilitate 911 interoperability by developing a plan for the deployment of equipment and network that allows data retrieval from multiple databases or a single database that allows retrieval from multiple providers.





(Top Photo) The Garfield County Emergency 911 Center is one of 73 Public Safety Answering Points in the state. (Emergency Management Division photo)

(Left Photo) With the dramatic surge in wireless phone usage, one third of all calls last year to 911 centers were made on wireless phones. It is projected that by 2005 the majority of all 911 calls will be placed on cell phones. (EMD photo)

## **POLICY, PROGRAMS, AND TRAINING**

### **Outstanding Contributors**

**Ron Wilson and Deborah Henderson, of the Training Section, were outstanding contributors to the Columbia General Station (CGS) and the U.S. Department of Energy programs in 2002. For more than six months Ron kept the two-day September 2002 CGS ingestion exercise on track, overcoming changes of exercise requirements and numerous conflicts. His dedication and perseverance played a large part in the success of the exercise for state agencies. Deborah was an incredible help to the CGS/USDOE-RL Manager in 2002. Deborah tracked the budgets of individual state and county agencies and ensured that contracts were ready for submittal in a timely manner. The quality and dedication of her work were fundamental to the success of both exercise programs in 2002.**

The Policy, Programs and Training Unit (PPT) manages programs and grants from the federal government and dedicated funding sources. Unit staff supports the Emergency Management Council (EMC) and supporting committees and performs legislative coordination activities within the division. Training, exercises and public education are central parts of the Unit's mission.

### **Policy and Programs Section**

The Policy and Programs Section develops, negotiates, implements, and manages grants received from federal, dedicated, and state funding sources. The section provides staff support to the Emergency Management Council (EMC), an advisory body to the Governor and the Adjutant General, and the EMC's three standing committees: the State Emergency Response Commission (SERC), federally mandated to address hazardous materials issues; the Seismic Safety Committee (SSC), building upon the 1991 Seismic Safety Policy presented to the Governor; and the Committee on Terrorism (COT). The section also administers the state Fire Services Resource Mobilization Plan.

### **SERC, LEPC and Hazardous Materials Program**

The State Emergency Response Commission (SERC) focused efforts on the strategic objectives identified in 2001. The workgroups formed to address the strategic objectives made significant progress to increase statewide emergency response capabilities.

#### **Year 2002 Accomplishments:**

- Increased support for the Local Emergency Planning Committees (LEPCs) throughout the state and increased local planning activity.
- The SERC has also begun an outreach to the Native American Tribes and conducted an annual tribal hazmat workshop to identify and coordinate state support.
- More than \$228,000 of federal funds were passed through to county and state agencies to support local planning activi-

ties and training. An additional \$75,000 was used to conduct three hazmat workshops and three regional response exercises.

■ A public outreach program is being developed to assist the LEPCs and emergency managers to educate the communities on hazardous materials issues. This outreach is designed to inform the public on emergency response and the mandates of the SARA title III legislation and community right to know issues.

#### **Year 2003 Goals:**

- Expand the activity and support of the LEPCs and increase the community education and outreach program.

### **Fixed Nuclear Facilities (CGS & USDOE-Richland)**

#### **Year 2002 Accomplishments:**

- Led by a Kennewick-based program manager the EMD coordinates state agency and local jurisdictions preparedness activities for off-site consequences at Energy Northwest's Columbia Generating Station. State agencies and staff from Adams, Benton, Franklin, Grant, Walla Walla, and Yakima counties submitted their radiological emergency response plans to FEMA headquarters for review and approval. The plans were also evaluated by FEMA during the biennial CGS exercise.
- Program staff coordinated state agency and local jurisdictions' preparedness activities for off-site consequences of an emergency involving radiological, non-radiological, or mixed waste at the U.S. Department of Energy-Richland's (US DOE-RL) Hanford Site. State and local emergency management agencies continue to improve the US DOE-RL program by addressing identified gaps to Hanford Site emergency response.



## EMPG/SLA Program

The State and Local Assistance (SLA) Grant was distributed to local jurisdictions as a single award. Eleven local jurisdictions chose the option of using their SLA funds to complete local hazard mitigation plans.

## Terrorism/Homeland Security Program

### Year 2002 Accomplishments:

The Committee on Terrorism (COT) met monthly to coordinate and exchange information among federal, state, and local entities; and to recommend policy changes to improve and enhance statewide preparedness. Building upon last year's successes and propelled by the expanded interest and funding for homeland security, the committee distributed to response organizations an additional \$4 million in equipment from the DOJ Domestic Preparedness Equipment Program. The committee sent to counties and cities an additional \$50,000 in FEMA planning and exercise funding.

■ The state began the planning and coordination for the TOPOFF 2 exercise, a test of state, local, and federal response

systems to a terrorist event. The exercise is scheduled for May 2003.

■ EMD staff trained more than 650 responders in terrorism and homeland security through an extensive series of state-wide classes.

### Year 2003 Goals:

■ Purchase an additional \$6 million in equipment to fulfill the needs of local and state responders through the FY 2002 DOJ's State Domestic Preparedness Program.

■ Successfully execute the TOPOFF 2 exercise.

■ Initiate planning and coordination for the conduct of three DOJ funded regional homeland security exercises that will involve all counties and multiple federal and state agencies.

■ Prepare to respond to the changing environment and additional needs of the Homeland Security effort.

## Chemical Stockpile Emergency Preparedness Program (CSEPP)

### Year 2002 Accomplishments:

■ Washington has met all of the CSEPP programmatic benchmark requirements



(Left) Department of Corrections staff conduct a Joint Operations Academy exercise in December at the Washington Corrections Center for Women in Gig Harbor. The academy trains incident commanders, on-line responders and specialty team members in all aspects of an emergency scenario at a correctional facility. (State Department of Corrections photo)



(Above) The Region 4 Homeland Security District met in December to organize itself for the administration of Washington's Federal Emergency Management Agency homeland security grant. (EMD Photo by Max Messman).

and is now considered to be in a program maintenance mode. Of the ten states in the CSEPP program, only Washington, Maryland, and Utah have accomplished this goal.

- The program was awarded \$2.3 million for FFY 02 activities.

- Washington CSEPP maintained and upgraded capabilities in communications, alert and notification, and automation. The program also improved its ability to respond to a CSEPP incident.

- Worked with Benton County to revise its current CSEPP plan and began work with Walla Walla County to assist in revising its plan.

- Conducted two successful exercises.

#### **Year 2003 Goals:**

- Washington CSEPP requested \$3.7 million for FFY 03 activities. The main program focus will be to revise plans and procedures in Benton and Walla Walla counties to reflect the adoption of a new plume modeling software and the introduction of a new method of quantifying plume toxicity.

- Complete state program maintenance and equipment replacement at a cost of \$850,000 and spend \$625,000 to upgrade response equipment in Benton County.

- Besides completing a CAIRA exercise in November 2002, the program will conduct a full-scale response exercise in June 2003 and a January 2003 tabletop exercise on recovery issues.

## **Emergency Management Council (EMC)**

The Emergency Management Council in 2002 acted on several significant recommendations from the three committee it oversees: Committee on Terrorism (COT), Seismic Safety Committee (SSC), and the State Emergency Response Commission (SERC).

### **Year 2002 Accomplishments:**

- More than \$4 million was sent to local jurisdictions and state agencies to purchase equipment and begin planning to improve preparedness for a terrorist emergency.

- The 2001 Annual Assessment to the Governor outlined information and recommendations for emergency preparedness activities for the next several years.

- The EMC, with assistance from EMD staff, identified several issues to be addressed next year to update policies and procedures to improve the EMC's effectiveness. The September 2001 terrorist attacks have shown the need to address all-hazards in Washington in a new way.

### **Year 2003 Goals:**

- The EMC will evaluate their current strategic focus and mission with the goal of restructuring and redefining these items to better align with the current Homeland Security environment.

## **Public Education**

### **Year 2002 Accomplishments:**

- In April, Gov. Gary Locke proclaimed "Disaster Preparedness Month." Packets of informational materials were distributed to state agencies, schools, hospitals, tribes, libraries, businesses and the public. As part of "Disaster Preparedness Month," more than two million persons participated in a statewide earthquake drill. Posters and informational materials sent out as part of the campaign packet informed Washington citizens that "Drop, Cover and Hold" is the

proper procedure to take when the ground shakes.

■Materials were developed and distributed throughout the year for mini-campaigns to address seasonal hazards.

■The public education program received three national first place awards from The International Association of Emergency Managers for publications related to the disaster preparedness campaign. The Western States Seismic Policy Council also presented the public education program with an award for the development of a series of children's books addressing earthquake, volcano and tsunami hazards. FEMA distributed these books to schools nationwide.

## Training Section

### Year 2002 Accomplishments:

■Conducted 63 training courses in emergency management studies for more than 1,800 students in 20 locations throughout the state.

■Offered new classes from the *“Advanced Professional Series (APS)”* such as Mass Fatalities and Debris Management. These courses provide advanced information and “how to” training for applying skills in disaster operations and enabling communities to become disaster resistant.

■Local jurisdictions attended the *Basic HAZUS* course, a computer-modeling program that estimates earthquake losses from building inventory data at census-tract level and provides point loss estimates for facilities such as hospitals, fire and police stations, schools (serving as shelters for displaced) and bridges.

■With coordination from the U.S. Department of Justice, EMD training staff began teaching anti-terrorism to state students in October 2002. Classes ranged from Incident Response to Terrorist Bombings to Law Enforcement Response to Weapons of Mass Destruction Incidents.

■More than 450 people attended the

### 2002 Partners in Emergency Preparedness Conference

held in Bellevue. The conference offered emergency management and continuity professionals from government, private industry, schools, and non-profit and volunteer organizations an opportunity to exchange information and attend training sessions that help them in disaster preparedness and recovery.

■The Emergency Management Division (EMD) participated in the following major emergency response and training exercises in 2002:

■Chemical Stockpile Emergency Preparedness Program (CSEPP) in May featured a one-day functional exercise involving a chemical accident and release from the Umatilla Chemical Depot. In November, EMD participated in a one-day functional exercise.

■Department of Energy Hanford Exercise in June involved EMD, several south central Washington counties and numerous state and federal agencies.

■In September, EMD participated in a two-day Columbia Generating Station graded ingestion exercise that involved the response and cooperation of five counties, and several state and federal agencies.

■Additionally, EMD participated and hosted several drills and dress rehearsals to prepare for major exercises. Participants included local, state and federal agencies.

### Outstanding Contributor

*Rosanne Garrand*, a 14-year Emergency Management Division employee, coordinates and schedules state-sponsored emergency management training classes for state agencies, local jurisdictions, and business and industry. As Training Coordinator, she serves as the state's principle point-of-contact to Federal Emergency Management Agency's Emergency Management Institute and facilitates the U.S. Department of Justice's anti-terrorism training for Washington students. Rosanne also supports exercises and training assessments for EMD, local jurisdictions and state agencies. Her contributions to the state training program played a significant role in the success and recognition the program has received in 2002.